United Nations A/68/830

General Assembly

Distr.: General
15 April 2014

Original: English

Sixty-eighth session
Agenda item 147
Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Triennial review of the rates and standards for reimbursement to Member States for contingent-owned equipment

Report of the Secretary-General

Summary

Pursuant to General Assembly resolution 54/19 B, the 2014 Working Group on Contingent-Owned Equipment met from 20 to 31 January 2014 to conduct a comprehensive review of reimbursement rates and standards for major equipment, self-sustainment and medical support services deployed to United Nations field operations.

A total of 344 technical, financial and medical experts from 84 Member States participated in the 2014 Working Group. In its report (A/C.5/68/22), the Working Group proposed new standards, definitions and reimbursement rates for the major equipment, self-sustainment and medical support services categories.

The present report sets out the cost implications of implementing the recommendations of the 2014 Working Group. Should the General Assembly approve, with effect from 1 July 2014, the recommendations, additional resources estimated in a total amount of $20.59 million would be required for the budget period from 1 July 2014 to 30 June 2015.

The actions to be taken by the General Assembly are set out in section IV of the present report.

14-29314 (E) 160414

Please recycle

Contents

		Page
I.	Introduction	3
II.	Summary of recommendations and their financial implications	3
	A. Comprehensive review of contingent-owned equipment reimbursement rates and requirements for major equipment, self-sustainment and medical support services	3
	B. Contingent-owned equipment system	5
III.	Conclusion	9
IV.	Actions to be taken by the General Assembly	9
Annexes		
I.	Recommendations of the 2014 Working Group on Contingent-Owned Equipment and of the Secretariat	11
II.	Estimated financial implications of the implementation of the recommendations of the 2014 Working Group on Contingent-Owned Equipment	13

I. Introduction

1. In its report dated 28 January 2000 (A/C.5/54/49), the Phase V Working Group on reform procedures for determining reimbursement of contingent-owned equipment recommended formats for the collection and consolidation of the national cost data from Member States for a comprehensive review, and the application of a new average index for each category based on national cost data submitted by Member States, to determine the new reimbursement rates. By its resolution 54/19 B, the General Assembly endorsed the recommendations of the Phase V Working Group, including the proposal to conduct a triennial review of the rates and standards for the reimbursement to Member States for contingent-owned equipment.

2. Pursuant to that resolution, the Secretary-General convened the 2014 Working Group on Contingent-Owned Equipment to carry out a comprehensive review of the contingent-owned equipment system and reimbursement rates, in accordance with the format established by the Phase V Working Group.

3. The preparations for the 2014 Working Group began in December 2011 with the request of the Secretariat for national cost data from Member States for a comprehensive review of contingent-owned equipment reimbursement rates. In October 2013, the Secretariat invited Member States to participate in the meetings of the 2014 Working Group and distributed national cost data from 49 Member States, together with 30 issue papers from 10 Member States. An updated package of national cost data from 51 Member States, 37 issue papers from 11 Member States and 10 issue papers from the Secretariat was distributed to Member States in December 2013.

4. The 2014 Working Group met in New York from 20 to 31 January 2014. The Chair of the Working Group submitted its report (A/C.5/68/22) to the Fifth Committee. The report and the annexes thereto should be read in conjunction with the present report.

5. In its resolution 67/261, the General Assembly approved, with some provisions, the recommendations of the Senior Advisory Group on rates of reimbursement to troop-contributing countries. In the light of the links between personnel and equipment reimbursement, the continuing implementation of those recommendations for changes to the system for personnel reimbursement to Member States may also need to be reflected in some of the procedures for determining reimbursement to Member States for contingent-owned equipment.

II. Summary of recommendations and their financial implications

A. Comprehensive review of contingent-owned equipment reimbursement rates and requirements for major equipment, self-sustainment and medical support services

1. Review of reimbursement rates

6. The Working Group agreed in plenary to an adjustment to the rates of reimbursement to Member States for contingent-owned equipment (major

equipment and self-sustainment), with an overall impact on the 2013/14 United Nations peacekeeping contingent-owned equipment budget calculated at 0.75 per cent, being an increase of $6.195 million. The report of the Working Group sets out revised rates recommended for major equipment, self-sustainment and medical support services (see A/C.5/68/22, annexes 1.1, 2, 4.1, 4.2 and 5.1 to 5.9).

7. For 2014/15, the revised reimbursement rates recommended in the report of the 2014 Working Group would result in increased costs of some $5.396 million, consisting of $2.918 million for major equipment and $2.477 million for self-sustainment. The increased costs are based on existing mandates for peacekeeping operations, planned deployments of contingents for 2014/15, equipment and self-sustainment required under signed and draft memorandums of understanding as at 1 April 2014 and existing levels of unserviceable and absent equipment.

2. Rotation of non-functioning and older contingent-owned equipment at United Nations expense

8. The 2014 Working Group recommended that certain items of major equipment under prolonged deployment to peacekeeping missions which were non-operable, or for which continued maintenance was not economical in the mission area, should be rotated at United Nations expense. The initiative would apply only to certain categories of major equipment and be determined at the discretion of a mission's contingent-owned equipment/memorandum of understanding management review board, in consultation with the applicable contingent commander, on the basis of operational requirements within the mission. To be eligible for consideration, equipment would have to have been continuously deployed in peacekeeping operations for at least seven years or 50 per cent of its estimated useful life, whichever is less. The categories of major equipment that would be eligible for rotation at United Nations expense would be armoured personnel carriers (tracked), armoured personnel carriers (wheeled), engineering vehicles and support vehicles (military pattern). The Working Group recommended that the total additional cost across all missions for the associated expenses each year should not exceed $12.5 million.

9. The Secretariat welcomes the recommendation, noting that it will raise the operational readiness of key items of contingent-owned equipment during a time of high operational tempo. It should also be noted that, in keeping with the implementation of General Assembly resolution 67/261, rotation of equipment should also mitigate possible deductions to personnel reimbursement arising from unserviceable or absent equipment.

3. Gynaecology basic module

10. The 2014 Working Group recommended that a gynaecology basic module should be added to the major equipment list of level II hospitals as a standardized additional service. The initiative recognizes the increasing number of female peacekeepers deployed in the field.

11. The Secretariat supports the recommendation. Security Council resolution 1325 (2000) is integrated into all United Nations peacekeeping mandates, with the Council calling upon Member States to ensure equal participation by women in the maintenance and promotion of peace and security. The implementation of the

recommendation will guarantee that all female staff deployed in peacekeeping missions will be provided with the same type of basic gynaecological care at level II hospitals. To implement the recommendation, additional specialized personnel and equipment will be required (see A/C.5/68/22, annex 5.8).

12. The recommended self-sustainment rate for the gynaecology module will be $2.12 per female personnel member per month. The cost in self-sustainment reimbursement of implementing the recommendation is estimated at $0.103 million per annum, based on the 3,800 women currently deployed (see annex II to the present report).

4. Forward medical teams

13. The 2014 Working Group recommended that troop- and police-contributing countries deploying a level I medical facility should be required to ensure deployment with two sets of essential diagnostic equipment. That would require an amendment to the current option in the Manual on Policies and Procedures Concerning the Reimbursement and Control of Contingent-Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Missions (COE Manual) of deploying a level I medical facility with one or two sets of such equipment.

14. The Secretariat welcomes the recommendation. According to the definition of a level I clinic, the facility should be staffed with the capability of splitting into two forward medical teams. Such clinics should therefore be equipped with two sets of essential diagnostic equipment in order to support both teams. The implementation of the recommendation will require the deployment of an additional set of some essential diagnostic equipment, at an annual wet lease cost estimated at some $2.200 million (see annex II to the present report).

5. Definition of the term "fully equipped ambulance"

15. The 2014 Working Group recommended that an automated external defibrillator (portable) and a pulse oximeter (portable) should be added to the requirements of a fully equipped ambulance deployed to a United Nations field mission. The generic fair market values of $2,633.87 for an automated external defibrillator (portable) and $192.52 for a pulse oximeter (portable) were recommended.

16. The Secretariat supports the recommendations, given that a fully equipped ambulance with a complete oxygen delivery system and a robust portable suction machine is now deemed a necessary requirement in order to keep the ambulance capability up to date and effective. The cost of implementing the recommendation is estimated at some $0.391 million per annum in reimbursement (see annex II to the present report), assuming the deployment of 885 ambulances.

B. Contingent-owned equipment system

1. List of special case equipment and recommended additional standard reimbursement rates for major equipment

17. The 2014 Working Group reiterated the recommendation of the 2011 Working Group that the value alone should not determine whether items of equipment are treated as special cases. It recommended that the Secretariat and troop- and police-

contributing countries should follow chapter 8 of the COE Manual when a new special case was proposed. It also recommended that the Secretariat should provide a list of special case items that should be included as additional major equipment before the 2017 meeting of the Working Group.

2. Composition of individual basic first aid kits

18. The 2014 Working Group recommended that individual basic first aid kits should be enhanced, at the discretion of contributing countries, to include combat gauze and combat application tourniquets.

19. The Secretariat supports the recommendation, given that troops and police in peacekeeping operations are continuously exposed to high-risk situations, such as ambushes and accidents, that can inflict serious trauma and other life-threatening injuries. The enhanced composition of individual basic first aid kits can enable troops and police to better manage such serious trauma, including bleeding, as a first aid measure before being attended to by trained medical personnel.

20. The individual basic first aid kit is one of the items required under personal clothing, gear and equipment currently reimbursed as a separate allowance as part of the personnel reimbursement framework. The Secretariat notes that the General Assembly, in its resolution 67/261, approved the recommendation that the reimbursement for clothing, gear and personal weaponry be consolidated in the new base rate of personnel reimbursement (see A/C.5/67/10, para. 93). In keeping with that resolution, the Secretariat has recently concluded a survey of existing troop and police personnel costs, including the cost of personal kit and equipment in sample countries. The results will be submitted separately to the Assembly for consideration during the second resumed part of its sixty-eighth session.

21. The Working Group also recommended that, in the column headed "equipment requirement" in chapter 3, annexes A and B, appendix 1, of the COE Manual, "first aid kit" should read "medical level basic first aid kit" and that the words "field dressing" and "medical disposable gloves" should be deleted because they were reimbursed under the personal clothing, gear and equipment allowance.

22. Such amendment would remove any ambiguity with regard to basic individual first aid kits being reimbursed under the self-sustainment category.

3. Administrative changes to chapter 9 of the COE Manual

23. The 2014 Working Group recommended deleting the text on performance standards and definitions for major equipment and self-sustainment in chapter 9, annexes D, E and F, of the COE Manual and inserting revised text making reference to the relevant annexes in chapters 2 and 3. It highlighted that the text in chapters 2 and 3 was duplicated in chapter 9 and made the COE Manual unnecessarily large, which resulted in more editorial work when it was updated. The Secretariat welcomes the recommendation.

4. Administrative changes to the COE Manual regarding the maintenance rate for medical modules

24. The 2014 COE Working Group recommended that the footnote in relation to the maintenance rate for medical modules should be calculated at 0.5 per cent of the

generic fair market value in accordance with the recommendations contained in document A/C.5/55/39 and Corr.1. The Secretariat supports the recommendation.

5. Staffing for level II hospitals

25. The 2014 Working Group recommended an increase to the staffing level for a level II hospital. Given that a level II hospital is the first level of medical care where surgical expertise is available, and where life-support services and hospital and ancillary services are provided within the mission area, the Working Group was of the opinion that there was a requirement in that regard to ensure sufficient technical medical skills and expertise for efficient medical coverage.

26. The Secretariat supports the recommendation, given that the current complement of personnel has been found to be insufficient for staff rotation in providing for constant medical care, on-call and support duties and the deployment of forward medical teams. Additional personnel requirements for level II medical facilities will need to be met from within the mandated ceiling for military personnel for each mission, without any increase to overall deployment levels. In this regard, it is noted that most currently deployed level II hospitals are already operating with staffing levels of approximately 63 personnel, subject to the operational requirements of the affected mission and negotiations of memorandums of understanding.

6. Introduction of specialized equipment for canine units

27. The 2014 Working Group recommended a detailed definition of a canine unit to be included in chapter 3 of the COE Manual. It would also be recognized as a special case in chapter 8. Canine units may be deployed within a formed police unit or as part of military contingents.

28. The Secretariat welcomes the recommendation, given that the definition will facilitate the deployment of enhanced canine capabilities.

7. Proposal on police crowd control vehicles and water cannon vehicles

29. The 2014 Working Group recommended the following amendments to the COE Manual:

(a) Additional specifications for a police crowd control vehicle in chapter 3, annex A;

(b) A definition of a water cannon truck in chapter 3, annex A, along with recommended generic fair market values and reimbursement rates for the various categories of such trucks in chapter 8, annex A (see A/C.5/68/22, para. 104 (b)).

30. The Secretariat welcomes the recommendation, given that police crowd control vehicles and water cannon vehicles are different from the requirements currently reflected in the COE Manual.

8. Amendment of the category of riot control equipment for military/infantry units

31. The 2014 Working Group recommended that the "company equipment" category of riot control equipment in chapter 8, annex A, of the COE Manual should be deleted and that three of the items currently contained therein should be moved

from that category to a new category entitled "other riot equipment". The remaining items, which were already listed as platoon equipment, would be deleted.

32. The Secretariat welcomes the recommendation, given that the duplication of the equipment under the platoon and company categories in the COE Manual can create confusion.

9. Administrative changes to the COE Manual regarding special case equipment

33. The 2014 Working Group recommended that chapter 8, annex A, of the COE Manual should be updated with the list of specialized equipment for aviation aircrew, in line with the recommendation of the 2011 Working Group (see A/C.5/65/16, paras. 133 and 134). The Secretariat supports the recommendation.

10. Proposal on mission factors

34. The 2014 Working Group recommended the revision of the current methodology and decision sheet for the calculation of the extreme environmental conditions factor to include a jungle and comparable conditions terrain profile. It also recommended that mission factors should be reviewed at least once every three years and that due consideration should be given to the suitability of assigning different mission factors for specific geographic areas within a mission, or consolidating geographic areas for which different mission factors had previously been assigned.

35. The Secretariat welcomes the recommendations. They will ensure the validity and fairness of the application of a wider range of mission factors in view of the current working conditions, size, complexity and different regional operating conditions within missions.

11. Provision of accommodation to troops by the United Nations

36. The 2014 Working Group recommended that the Secretariat should undertake a comprehensive review to identify the reasons why the Secretariat had not in all cases met the requirement to provide accommodation of agreed standards to all contingents, along with the measures taken by the Secretariat to meet the requirement. In addition, the Working Group recommended that the Director of the Office for the Peacekeeping Strategic Partnership should be requested to review the systemic issue and make recommendations to improve the welfare of the affected troops. The Working Group also recommended that the Secretariat should formally report each quarter in the meetings of troop- and police-contributing countries on the progress of action taken in meeting its obligations to provide accommodation to contingents.

12. Clarification of minor engineering tasks under self-sustainment

37. The 2014 Working Group recommended that the wording in the COE Manual should be more explicit with regard to arrangements relating to repairs of United Nations-owned equipment provided to contingents. It recommended that a footnote should be added in the "accommodation" category column in chapter 3, annexes A and B, appendix 16, table 3, of the COE Manual to state that a troop- or police-contributing country, with the prior agreement of the United Nations, shall be entitled to reimbursement of the actual and reasonable costs of carrying out the

repairs and maintenance of United Nations-owned equipment, upon presentation of supporting documentation and a claim. The Secretariat supports the recommendation.

13. Clarification of payment of actual costs for initial provisioning consumables and investigations terminology

38. The 2014 Working Group recommended amendments to the definitions in chapters 2 and 9 of the COE Manual of the term "initial provisioning" and modifications and changes to investigations terminology used in the COE Manual.

39. The Secretariat welcomes the recommendations, given that such changes avoid ambiguity and allow for a more consistent interpretation of the COE Manual.

14. Proposal on environmental compliance and waste management

40. The 2014 Working Group recommended that chapter 9 of the COE Manual, containing the model memorandum of understanding between the United Nations and participating States contributing resources to peacekeeping operations, should be amended to include a new article on environmental compliance and waste management.

41. The Secretariat supports the recommendation. Drawing from and building upon the approved United Nations environmental policy, field missions have already established, or are in the process of establishing, mission-specific environmental and waste management policies and procedures to better control this particular aspect of mission support operations.

III. Conclusion

42. The Secretariat expresses its appreciation to the 2014 Working Group for the enormous task that it undertook in reviewing the data and for the guidance that it provided. Alongside the continuing implementation of the revised personnel reimbursement framework approved by the General Assembly in its resolution 67/261, the proposed revised standards and procedures and other recommendations will benefit the Secretariat by improving the structure of the contingent-owned equipment system and providing more transparent and enhanced verification tools.

43. In preparation for the 2017 Working Group, the Secretariat requests that Member States submit national cost data no later than three months before the meeting in order to allow time for the consolidation and validation of such data. It also requests that issue papers be submitted no later than two months before the meeting.

IV. Actions to be taken by the General Assembly

44. **The actions to be taken by the General Assembly in connection with the report of the 2014 Working Group on Contingent-Owned Equipment (A/C.5/68/22) are set out below:**

(a) To approve the new reimbursement rates as listed in annex 1.1 for major equipment, annex 2 for self-sustainment and annex 5 for medical major equipment;

(b) To approve, at the expense of the United Nations, the rotation of certain categories of major equipment under prolonged and continuous deployment to peacekeeping missions for at least seven years or 50 per cent of its estimated useful life, whichever comes earlier;

(c) To approve the addition of a new self-sustainment rate for a gynaecology basic module;

(d) To approve the revised composition of and reimbursement rates for the equipment for forward medical teams at level I hospitals;

(e) To approve the definition of and reimbursement rates for a fully equipped ambulance;

(f) To approve the additional items to be included in the individual basic first aid kit;

(g) To approve administrative changes to chapter 9 of the COE Manual;

(h) To approve administrative changes to the COE Manual regarding the maintenance rate for medical modules;

(i) To approve the revised staffing levels for level II hospitals;

(j) To approve the definition of a canine unit and the introduction of such a unit as a special case item;

(k) To approve the definition of a police crowd control vehicle and the definition of and reimbursement rates for water cannon trucks;

(l) To approve the introduction of a new category of "other riot equipment" in the COE Manual;

(m) To approve the list of specialized equipment for aviation aircrew as a generic major equipment item;

(n) To approve the inclusion of a jungle and comparable conditions terrain profile in the decision sheet for the extreme environmental conditions factor;

(o) To approve the clarification of responsibilities for minor engineering tasks under self-sustainment;

(p) To approve the clarification for the COE Manual on the payment of actual costs of provisioning consumables and investigations terminology;

(q) To approve the proposal on environmental compliance and waste management.

Annex I

Recommendations of the 2014 Working Group on Contingent-Owned Equipment and of the Secretariat

Item	*Action to be taken by the General Assembly*	*Secretariat view*
1. Comprehensive review of contingent-owned equipment reimbursement rates	To approve the new reimbursement rates as listed in annex 1.1 for major equipment, annex 2 for self-sustainment and annex 5 for medical major equipment	Recommends approval
2. Rotation of non-functioning and older contingent-owned equipment at United Nations expense	To approve, at the expense of the United Nations, the rotation of certain categories of major equipment under prolonged and continuous deployment to peacekeeping missions for at least seven years or 50 per cent of its estimated useful life, whichever comes earlier	Recommends approval
3. Gynaecology basic module	To approve the addition of a new self-sustainment rate for a gynaecology basic module	Recommends approval
4. Forward medical teams	To approve the revised composition of and reimbursement rates for the equipment for forward medical teams at level I hospitals	Recommends approval
5. Definition of the term "fully equipped ambulance"	To approve the definition of and reimbursement rates for a fully equipped ambulance	Recommends approval
6. Amendment regarding individual basic first aid kits for troops	To approve the additional items to be included in the individual basic first aid kit	Recommends approval
7. Administrative changes to chapter 9 of the COE Manual	To approve administrative changes to chapter 9 of the COE Manual	Recommends approval
8. Administrative changes to the COE Manual regarding the maintenance rate for medical modules	To approve administrative changes to the COE Manual regarding the maintenance rate for medical modules	Recommends approval
9. Staffing for level II hospitals	To approve the revised staffing levels for level II hospitals	Recommends approval

Item	*Action to be taken by the General Assembly*	*Secretariat view*
10. Introduction of specialized equipment for canine units	To approve the definition of a canine unit and the introduction of such a unit as a special case item	Recommends approval
11. Proposal on police crowd control vehicles and water cannon vehicles	To approve the definition of a police crowd control vehicle and the definition of and reimbursement rates for water cannon trucks	Recommends approval
12. Amendment of the category of riot control equipment for military/infantry units	To approve the introduction of a new category of "other riot equipment" in the COE Manual	Recommends approval
13. Administrative changes to the COE Manual regarding special case equipment	To approve the list of specialized equipment for aviation aircrew as a generic major equipment item	Recommends approval
14. Proposal on mission factors	To approve the inclusion of a jungle and comparable conditions terrain profile in the decision sheet for the extreme environmental conditions factor	Recommends approval
15. Clarification of minor engineering tasks under self-sustainment	To approve the clarification of responsibilities for minor engineering tasks under self-sustainment	Recommends approval
16. Clarification of the payment of actual costs for initial provisioning consumables and investigations terminology	To approve the clarification for the COE Manual on the payment of actual costs of provisioning consumables and investigations terminology	Recommends approval
17. Proposal on environmental compliance and waste management	To approve the proposal on environmental compliance and waste management	Recommends approval

Annex II

Estimated financial implications of the implementation of the recommendations of the 2014 Working Group on Contingent-Owned Equipment

(United States dollars)

Service or item	*Estimated cost*
Annual recurrent cost for 2014/15	
Overall increase in contingent-owned equipment rates	
Major equipment: an increase of 0.59 per cent in the major equipment portion of peacekeeping budget estimates	2 918 398
Self-sustainment: an increase of 0.73 per cent in the self-sustainment portion of peacekeeping budget estimates	2 477 429
Rotation of non-functioning and older contingent-owned equipment at United Nations expense	12 500 000
Add a gynaecology basic module to level II hospitals	103 097
Additional diagnostic equipment for forward medical teams	2 204 499
Additional equipment to fully equip ambulances	391 209
Total annual cost of implementing the recommendations of the 2014 Working Group on Contingent-Owned Equipment	**20 594 632**